

1: Barnes E-5 (1946-1949) 1954 FR5 Ngoni FR5
Mpezeni

LOCAL GOVERNMENT IN A LARGE-SCALE SOCIETY 149

chiefs and district headmen, were in undifferentiated charge of people. With the formal introduction of Native Courts came provision for the systematic review of judicial decisions by the Administration. To do this some kind of written record was necessary. Many chiefs could not write and court clerks had to be appointed. At the same time the posts of councillor and assessor were created, the former to assist the chief in his executive and legislative capacity as a Native Authority, the latter to help him in his judicial capacity and to constitute with him the Native Court. Messengers¹⁹ were employed to preserve order in court, serve summonses, make arrests and restrain the violent. Under the Ordinances, the Native Authority has power to make rules and orders on a variety of subjects, subject to confirmation by the Administration. The Native Courts are competent to enforce these rules and orders, as well as to administer 'tribal law' and certain items of Administrative legislation delegated to them. They can impose fines or sentences of imprisonment or whipping. In civil cases they can award damages, and charge a hearing fee, but the Ngoni do not distinguish between the fee and a fine.

In 1938 an Ngoni Native Treasury was established and a treasury clerk appointed to run it. After a few years the Administration transferred a larger share of general revenue to the Native Treasury and increased the activities for which the Native Authority was responsible. At one time much of the finance of the Ngoni Native Authority School, opened in 1938, was handled by the Native Treasury, though this was largely a matter of book-keeping. The Native Authority assumed responsibility for the construction and maintenance of roads through the reserves, the care of wells and dams constructed by the Administration, and the provision of messengers to act as police at the lorry-checking points on the main roads. More recently it has become responsible for ghee production, for a demonstration farm and for a nursery of fruit trees. It has had to arrange finance for new school buildings and county granaries and to build these by direct labour. To handle the money for these enterprises there has been a treasury clerk and, recently, an assistant who also helps with the collection of Native tax. The Native Treasury acts as accountant for all these activities but the extent to which the Administration, in one guise or another, directs their carrying out varies considerably.

The revenue for the Treasury is derived from a share in the Native tax, from the sale of licences for dogs, bicycles, arms,

¹⁹ Usually known by the vernacular term *kapani* in distinction to the district messengers employed directly by the Administration.

645 He was a student of Ngoni history and custom, and used his travels as treasurer to collect new information. He always intended to write a history of the central kingdom as Cibambo had done for the northern kingdom, but his public duties never gave him time.

643 In making contact with his people and keeping in touch with his
645 officials the Paramount did not rely only on their visits to the royal
574 village. Two or three times a year he toured his kingdom, accompanied by his *mlomo wenkosi* and the treasurer, and stayed at the head villages of the chiefs and also of other *alumuzana*. The treasurer spoke enthusiastically of the Paramount's habit of making himself known to his people and enabling them to present petitions to him in person. He met village headmen on their own ground, and *alumuzana* who were unostentatiously directing the affairs of their villages and areas, as well as the official chiefs or Subordinate Native Authorities. He saw for himself how his own regulations were being carried out and how the measures for agricultural improvement and cattle-dipping which the Government was promoting were being adopted. These visits in his own territory were followed by visits to Blantyre and Zomba and to the mining centres outside the country where his people were working. He was thus able to check on the conditions in the subordinate chiefs' areas which had been created by the prolonged absence of men from the villages.

The Paramount and changes in law and custom

643 Through his school education at Blantyre, his membership of a
178 Christian church, and through attending the chiefs' course at the Jeanes School in Zomba, the Paramount stood between the old and the new in the changing conditions in his kingdom. After the 1933 Ordinance one of the changes in administration was that a Native Authority had to budget for income and expenditure in his area. The income for 1935 for this area was £959, made up of a share of the taxes; fifty per cent. of the yearly rental of stores; court fines and fees and beer licences. The expenditure was £832, under items of salaries to the Paramount and subordinate chiefs; salaries for messengers, councillors, clerks and policemen; payment of fourpence per tax to the headmen of the villages so that it was to their advantage to collect the full amount; and a small sum for uniforms, office expenses and such items as cash boxes and handcuffs. This budget for the central Ngoni kingdom was drawn up in consultation with the District Officer by the Paramount and his treasurer. It was a source of great pride to the treasurer that he had, as we have seen, his own key to a safe in the District Office where he put the tax money collected in the area, and drew out sums needed for expenditure in the Paramount's office.

744 In 1933, as already mentioned, a meeting of subordinate chiefs, *alumuzana*
653 and headmen heard the Paramount's proposals for new regulations about village improvement and agreed to them. These regulations were